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LAND and PEOPLE

NORTHERN GREAT LAKES
REGIONAL CONFERENCE

SPRINGBOARD for ACTION



Brief of Proceedings
September 24-25, 1963
Duluth, Minnesota

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Conference Background

This booklet presents a summary of the northern Great Lakes Regional Land and People Conference. The Conference was called by Secretary of Agriculture, Orville L. Freeman, to appraise the Region's natural resources and how they can be used to restore and sustain a healthy regional economy for its people.

The Northern Great Lakes Region is rich with opportunities. It has emerged from an era when the economy depended on exploiting the natural resources. Early in the 19th century, sustained-yield management of the resources would have been unrealistic and uneconomic.

This 81-county area in northern Minnesota, Michigan, and Wisconsin is four-fifths forested; 27,000 lakes and 3,000 trout streams make it ideal for outdoor recreation. A potential market of 50 million people lies within 500 miles of its borders.

There are 1,600,000 people in the Region with a working force of 560,000, yet over 9 percent are unemployed.

In 1962, Secretary Freeman appointed a task force to work with the area's State governments, universities, landowners, businessmen, industries, and Federal agency representatives to determine the potentials for bettering the economic life of the Region's people.

The result was a comprehensive report — "RESOURCES and RECREATION in the Northern Great Lakes Region." It pinpoints regional rural areas development opportunities for new jobs and for an improved economy through accelerated recreational development, adjustments in agriculture, greater use of existing forest resources, and better transportation and communication.

Purposely, the report made no specific recommendations on how these opportunities are to be realized. *This is for the people in the Region to decide.* This is the goal of the Land and People Conference: to develop a coordinated plan of action tailored to regional needs, desires, and capabilities. This plan would incorporate the use of every assistance available—local, State, Federal, regional—public and private.

It is Secretary Freeman's hope that from this Conference will evolve numerous action plans for rural areas development, shaped and implemented by local leadership, to usher in a new era of growth and prosperity for the people of the Northern Great Lakes Region.

Conference Agenda

Tuesday, September 24, 1963

— Hotel Duluth —

9:00 - 9:30 a.m. Keynote Address — The Job Today —
John A. Baker, Assistant Secretary of Agriculture

9:30-11:00 a.m. Governors' Panel — Problems and Opportunities — the State Viewpoint

Karl F. Rolvaag, Governor of Minnesota

Bernard M. Conboy, representing George Romney,
Governor of Michigan

John W. Reynolds, Governor of Wisconsin

11:00-12:00 m. Panel — Area Problems, from the Local Viewpoint

Chairman: Robert S. Nickoloff, Hibbing, Minn.

Members: E. L. Rieff, Moose Lake, Minn.
Lorna Miller, Chippewa Falls, Wis.
Lynn Sandberg, L'Anse, Michigan
George R. Wheeler, Mt. Pleasant, Mich.

12:00 - 2:00 p.m. Michigan, Minnesota, and Wisconsin State Luncheons

2:00 - 4:15 p.m. Panel — Resource Development Opportunities

Chairman: Michael J. Brunner, Rhinelander, Wis.

Members: Paul M. Olstad, Bemidji, Minn.
Martin Hanson, Mellen, Wis. (Paper by
Howard Peters, Mayor of Mellen)
Harold Dettman, St. Ignace, Mich.
Edward F. Gould, West Branch, Mich.

4:15 - 4:30 p.m. Presentation of Evening Workshop Topics

4:30 - 6:30 p.m. Recess and reconvene at Physical Education Building, University of Minnesota-Duluth

Conference Agenda

7:30 p.m. Address — The President of the United States,
John F. Kennedy

8:30-10:30 p.m. Discussion Groups

Workshop #1. The Multiple Use Management of the
Resources of the Region

Chairman: Gene A. Hesterberg, Houghton, Michigan

Workshop #2. How to Develop Local Initiative for Action
and Coordination between Related Groups and
Locations

Chairman: Frank P. Zeidler, Madison, Wisconsin

Workshop #3. Solving Landownership and Governmental
Structure Problems

Chairman: George Wangenstein, Grand Rapids,
Minnesota

Workshop #4. Outdoor Recreation and Its Place in the
Development of the Region

Chairman: Paul M. Barrett, Lansing, Michigan

Wednesday, September 25, 1963

— Hotel Duluth —

Orville L. Freeman, Secretary of Agriculture, Presiding

8:30-10:00 a.m. Presentation of Conclusions and Recommen-
dations by Workshop Chairmen

10:00-11:30 a.m. General Discussion from the Floor and
Response to Questions or Recommendations of Workshops

11:30 a.m. Closing Address — The Job Ahead —
Orville L. Freeman, Secretary of Agriculture





"Our goal is the full employment of both the natural and human resources which this area still possesses in abundance."

Address

President of the United States, John F. Kennedy

"Our goal must be a cooperative effort. It must cut across Federal jurisdictions and State boundaries. It must coordinate the efforts of public agencies and private industries. It must apply the principle of multiple use to all of the resources of this area. Forests must be used for recreation as well as timber. Clean water must be available for industrial expansion as well as community health.

"In this joint effort, the Federal Government—representing all of our people, and drawing on the economic resources of all our people—has an important role to play. For this is one Federal Union with one economic destiny. . . .

"I would like nothing better than to sit down with the leaders of Minnesota, Wisconsin, and Michigan to discuss a regional program for economic development in the Upper Lake States area. . . .

"... this Conference can be a beginning of a bright new era for the upper Great Lakes—an era in which the Nation's growing population looks to this Region more and more as a major recreation area within easy access to tens of millions of Americans—as a major source of the lumber, paper and paper products which modern industry consumes at a fantastic rate, as a great producer of taconite, electronics and other essential items, and as an example to all the Nation of the wise conservation and full utilization of both human and natural resources. In the achievement of these goals, I pledge my full support and the support of every federal agency—and with your support and help, I know the job can be done."

President John F. Kennedy



The Job Today

John A. Baker

"... Many distinguished guests are here. ... But the most important people here are the private citizens, the county leaders, the local decision-makers of this three-State region.

"... It is to chart meaningful actions to respond to the needs of your area that Secretary Freeman set up this Conference. The Federal Government cannot and should not blueprint your development action program. But we are eager to make available facilitating services and financial resources to help you do what you want to do and are able to do in the national interest.

"... Your efforts ... are part of an emerging rural renaissance that is not only nationwide ... but is widespread throughout the ... democratic nations of the world. Indeed, rural areas development efforts here and elsewhere in the free world are the signs of advancing civilization.

"... If you have a dollar and I have a dollar and we trade—we both end up with only one dollar. But if you have one idea and I have one idea and we exchange—we both end up with two ideas."

John A. Baker,
Assistant Secretary of Agriculture





Governors' Panel

Problems and Opportunities — the State Viewpoint

MINNESOTA

"... Northeastern Minnesota has an abundance of land, water, minerals and other natural resources. It also has an unemployment rate twice the national average. Putting both the resources and the people of the Region to work can bring about a bright new future. . . . The need for more living room for recreation is one of the greatest challenges facing us today, and is one of the keys to recovery in Northeastern Minnesota. . . . Proposal [of an Upper Great Lakes Governors' Council]: 'We, the Governors of an area lying in whole or in part within the Upper Great Lakes Region, declare our mutual intent to join and work together for the development of greater human opportunities in the Upper Great Lakes Region to voluntary association of our interest and our resources.' . . ."

Governor Karl F. Rolvaag

MICHIGAN

"... We must stop confining our thinking to products based on local natural resources and view our unemployed and underemployed people as the most important assets for economic growth. We must look more aggressively for products with a higher than average ratio of labor cost to transportation costs in order to make use of human resources in the North. . . .

"We are each other's customers up here, we are each other's sources of supply to some extent, we are interdependent, and we are also dependent to some extent on the same type of opportunities."

Bernard M. Conboy, representing
Governor George Romney

WISCONSIN

"... The problem today, as I see it, is to build a new northern economy, and not as a pale replica of the big cities. Keep the north open, retain the elbow room. Never again let it be dependent on just a few up-and-down industries such as mining, logging, and railroading. Diversity should be the key, with many industries represented, with most of the companies in the small and medium-sized class. . . . Virtually every political scientist who has examined the local government of Wisconsin has come to the same conclusion: we have too much of it. We do not need the costly duplications of town, county, city, and village governments. The same services could be given at less cost by fewer government units . . . And I think that Governor Rolvaag's proposal for the establishment of a Governors' Council for the Upper Great Lakes Region is an excellent one. And I assure you, Governor, that I will participate in it and support it wholeheartedly. . . ."

Governor John W. Reynolds



PANEL . . .

Area Problems, from the Local Viewpoint

Robert S. Nickoloff, Panel Chairman

"We have intended to set forth some thought-provoking situations . . .

"Specifically, we find that we have the following overall regional problems: . . .

"How do we accomplish greater forestry and mineral development? . . .

"[A] lack of industrial diversification. . . .

". . . a withering tax base. . . .

". . . new and better methods of financing must be created in the Region. . . .

"Lack of good transportation facilities . . . may be one of our gravest problems . . .

"The most debilitating of all in this process appears to be the pessimism generated concerning the declining community's future."

George R. Wheeler, panel member

". . . there are problems. The economic problem of raising the living standards of the people . . . particularly in areas where agriculture is no longer profitable. To provide recreational activities which will encourage people to stop and spend time . . . To carry on research to find just what the tourist really wants . . ."

E. L. Rieff, panel member

"Today a revolution is taking place in American agriculture . . . Hardest hit in this revolution are the small family farms and the dairy farmers . . . One by one they are giving up the battle . . . the tax load becomes almost unbearable for those who continue to farm. . . . there is a great need for small and larger industries to locate in this northern area. . . ."

Lorna Miller, panel member

"What is more depressing or demoralizing than deteriorating home surroundings which no amount of scrubbing or dabs of paint can hide? . . .

"The condition of housing is all-important and it's a real challenge.

"Education is another point of real concern . . . Not nearly enough is being done in the vocational training field.

"Migration of young people is a part of the vicious cycle in effect in the area. The pulling out of young people has resulted in an unbalanced age structure, creating an inadequate labor force, reducing the attractiveness of the area for new industry."

Lynn Sandberg, panel member

". . . in the past 100 years . . . the treatment of our forests has gone through a period of gradual change to tree farming methods with timber considered a renewable crop.

"Private enterprise must show a profit if it is to continue in existence. Encouragement of private forest and recreational landowners through taxes that are commensurate with the capacity of land to produce revenue, will go a long way in meeting recreational demands and must be given a fair and adequate trial before additional private lands are taken from the tax rolls by public acquisition."



PANEL . . .

Resource Development Opportunities

Michael J. Brunner, Panel Chairman

"... There are many opportunities in this area and the members of the panel will explain the various opportunities. . . .

"... let's . . . develop this Great Northern Lake States Region as the greatest recreational and relaxing area to develop good, strong, healthy bodies and minds. . . ."

Edward F. Gould, panel member

"In the two years that I have been a member of the Michigan Rural Area Development Committee my enthusiasm has greatly increased over the opportunities in this Northern Great Lakes Region. I hope you who are attending the Conference will leave determined to do your part in helping your county rural area committee become stronger in its planning for the future. . . . If we are to be successful and meet the challenges we must recognize the multiple use of resources."

Harold Dettman, panel member

"The Upper Peninsula of Michigan is a region unto itself in that 1,758 miles of shoreline border on three of the largest bodies of fresh water in the world. . . .

"Numerous attractions of natural and/or historical significance either created by nature or man abound in the Upper Peninsula. . . . programs receiving emphasis . . . Roads, highways, air and water, scenic resources, promotional roads locally and regionally, advertising, tourist attractions and information, upgrading present facilities . . ."

Martin Hanson, panel member (paper presented by Howard Peters)

"Protection of our forests has enabled the forest resource to come back and gives us the opportunity which we have today. . . . Now we need to protect all the resources of the Region, such as water, soil, natural areas and such from unwise use, exploitation and devastation. This can be accomplished through education, management, regulation and research. . . . Opportunities to protect natural areas can be in the form of parks . . . wild areas . . . wildlife areas . . . we need watershed management . . . Wise resource use requires that one resource not be used at the expense of another."

Paul M. Olstad, panel member

"... taxes and their effect on development is so broad that . . . I shall limit my remarks to those opportunities which may result from our federal, state and county lands as a source of revenue in lieu of taxes, the elimination of tax inequalities, possible savings in governmental operation, and neglected resources for the development of which additional tax money would be justifiable."







The Multiple Use Management of the Resources of the Region

Gene A. Hesterberg, Chairman

"Agriculture must be considered an integral part of any multiple use method of resource management. A limited dairy industry will doubtless persist, but reports of a northern beef cattle feeder industry were common in our workshop. Our Land Grant Universities with their Agricultural Experiment Stations need to explore this program fully to spell out the profit potentials as well as the risks involved.

"The Soil Conservation Service must be called upon to prepare exacting soils analyses and classifications in these northern forest areas on which County Planning and Zoning Boards may predicate wise decisions. Soils mapping is still incomplete in some areas; in others it is not nearly intensive enough.

"The Northern Great Lakes Region has a great wealth in its water resources which can serve as the economic base for our recreation, agriculture, hydro-power and manufacturing industries. The problems that arise in this resource management area do so because of the many uses to which water is put . . . these uses may or may not be compatible. Adding to these problems are the multitude of federal, state, local and private agencies involved in water planning and development with a great lack of coordinated action. It is recommended that water resource planning and development be delineated by watershed boundaries rather than be confined by political subdivisions.

"Like timber, most uses of our water supplies cannot be successfully sustained without adequate research . . . Research can unlock the answers to updating water quality controls, the significance of wetlands to total water yield and the role that different land cover can have on those yields. . . . Water zoning, a greatly misunderstood term, may be needed. This could mean delineating surface use, designating water supply areas for specific needs, and other limitations . . .

"If we are to improve the utilization of our timber and achieve our goal of multiple-use forestry, then we urgently need programs directed to the accomplishment of:

1. Better means, methods and techniques for determining timber growth and quality for specific uses.
2. Determining the physical and economic effects of improved preservatives and chemical treatments and improved



functional and structural design on construction, replacement, and maintenance of wood structures.

3. Application of technical knowledge in better cutting, drying, and preserving methods.
4. More economical methods of harvesting and transporting pulpwood and other small log products to make available large volumes of low quality wood, and the tops and limbs of sawtimber trees that are not now merchantable.

"It is recommended that a vigorous program of research and development at the Federal level be continued . . .

Liability

"Of all the large industrial holdings across the Nation, 95 per cent of the acreage is open to public hunting and fishing . . . Under present laws the determination of liability hinges largely on whether the party injured is a 'trespasser' or an 'invitee' . . . It is recommended that Michigan and Wisconsin follow Minnesota's lead and pass legislation correcting this liability hazard to the timberland owner. .



Taxes

"The continued practice of sustained yield forestry and multiple use on private lands requires assurance of equitable and reasonable tax rates continuing throughout the life cycle of the timber crop.

"Reimbursement in lieu of taxes from public lands varies tremendously. Policy on Forest Service lands is applicable to valued old-growth forests of the West, but not suited to second-growth lands which are still in an early stage of redevelopment from the clear-cut times of yesteryear.

"I ask a new formula replace the wholly inadequate 25 percent fund here in this Region until our forests are adequately restocked [by] improved quality, and under vigorous management.

"Isle Royale National Park serves as an outstanding recreational area for over 50 million Americans living within a radius of 500 miles. Policy must be made to accede to these values received, and the parent community, now in such fiscal plight, must be reimbursed on some equitable basis. In like manner, Federal refuges and other large public ownership[s] must realize these same state of affairs.

"One of the most significant reports of PLANNING AT THE LOCAL LEVEL was made evident during our workshop. A most successful and well-balanced planning effort originated with the County Board's appointment of a five-man COUNTY PLANNING AND ZONING BOARD. Democratic action was further assured by a three-man Board of Appeals.





Governors' Three-State Compact

"It is recommended a small interstate planning council of leaders from the northern communities be designated by the three governors. From experience, it is suggested this council be small in size and 'large' in leadership. Federal administrators may be requested to serve 'on call' to supplement the council.

"The council's objective should be twofold:

A. Rapidly inventory and evaluate the recommendations and people's expressions presented at this Conference.

B. Report to our three governors a future program of action. In addition, the council should be charged with the responsibility for unification of all Federal and local agencies charged with long-range inter-related planning and development for the Northern Great Lakes Region. With unification of effort and strong leadership, it is believed maximum benefit to the Region will be witnessed."

GROUP 2 Workshop

How to Develop Local Initiative for Action and Coordination between Related Groups and Locations

Frank P. Zeidler, Chairman

"This was a very spirited workshop with a large number of people taking an active part in the discussion.

"The discussion in the workshop was broken down in five parts:

I. Role of the county board in planning, getting action, getting group action, and furnishing leadership in the developments of counties and areas.

It was the opinion of many speakers that county government should take an active part in county planning . . . The county board would be in position to take such legal action as may be necessary in carrying out plans. They are also the body in many cases needed to raise funds and coordinate all activities in plan development.

There was a very strong feeling expressed that county boards were not putting forth enough effort in total planning; that county boards have the cooperative backing of all the federal, state, and local agencies.

II. The task of education of people to the nature of their problems.

[That] people do not have the proper knowledge of the problems, was an expression by the majority. They have not made a proper analysis of the problems. There is a great need for factual information and situations facing counties.

Counties, where as many as 200 people were used in the planning process, found the desire of the people running ahead of the ability of the people to carry out the plan. They found that informed people were alert, active and cooperative. When people become informed they are somewhat amazed as to efforts being put forth by others in solving their particular problem.

There is a great need for more technical assistance . . . The schools, radio, TV and other methods of communication have not been used to the fullest extent. The task of educating the people is very important if effective work is to be [done] in over-all planning.





III. Enlisting Group Action of Existing Organizations Toward Developing New Programs.

Youth is one group that could be more effectively used and they will stimulate action. Another group often overlooked is the clergy. Other groups that can furnish leadership are Resort Associations, Chambers of Commerce, and Jr. Chambers of Commerce. Cooperatives are a very good group to turn to.

Very excellent groups to turn to are those organized development groups in most communities, such as Development Corporation, Lions' Clubs and Chambers of Commerce. Grange and other farm organizations are available and cooperate extensively. All were in agreement that there are enough organizations but that coordination is needed.





IV. Research on People and Their Needs.

An overwhelming majority said that leadership is here in the north. A closer look should be taken of the retired people and the talents they have. Care for the people as they grow should be carefully analyzed. Retirement systems should be examined and updated in keeping with the changes in the economy.

V. Coordination of Federal, State and Local Agencies Operating in the Region.

An overwhelming expression [was noted] of a great need for coordination of all agencies and groups. The majority favored that the State assume the leadership in the progress of coordination. Next in line was coordination on county level, and very few favored it from the federal level. A majority favored the continuation of multi-county and state planning. They also favored the multi-state approach.

"Study should be made of county government. Realignment of county lines should be considered."

Solving Landownership and Governmental Structure Problems

George Wangenstein, Chairman

"It was the consensus of the workshop that zoning is of value for economic development and redevelopment. However, unless there is an adequate planning effort, there is little assurance that the zoning will really meet the needs of economic redevelopment.

"Original zoning carried on 25 and 30 years ago was directed primarily in setting aside agricultural and forestry lands. However, the workshop came forth with the thought that the scope of zoning is governed by the particular problems sought to be solved. We have arrived at the stage in distressed areas where comprehensive zoning is required.

"It was agreed that two types of groups should be concerned with the development and enforcement of zoning regulations. First, a group which is technically trained and capable of developing the data and facts upon which a good zoning regulation is founded. . . . Secondly, the ultimate acceptance and promulgation of the zoning program should be by the governing body which has jurisdiction over the zoned area.

"It is recommended that the initiation of any zoning efforts be preceded by a well planned educational program to develop acceptance and understanding of zoning by the people and public officials to be affected.



"It appears generally agreed by the workshop that zoning is not a one-shot event, but that continuing efforts must be made to keep the zoning regulations up-to-date and in conformity with changing economic conditions.

"It appears generally agreed by the workshop that the nature of our government structure can have an effect upon economic development and redevelopment and the ability of communities to officially proceed to solve their economic problems.

"The township system was originally established with an agricultural economy in mind. Once agriculture appeared unfeasible for these areas, a change in government structure appeared to be in order.

". . . changes in government structure would not only imply elimination of some smaller units of government in some cases, but also the establishment of inter-government cooperation such as multi-county units which can be operative over much larger areas.

"A most important conclusion and recommendation concerns the establishment of interstate government structures for the solution of economic problems.



"Taxes are an important consideration in distressed areas and can affect the redevelopment of the area . . . the depletion of resources and relating problems of economic distress place an increasing tax burden on remaining landownership, and may discourage the location of new industry.

"Taxes must be viewed as having two sides, a spending side and a collecting side. On the spending side, government in distressed areas must learn to be more efficient to avoid the penalties of heavy taxes, and to obtain a maximum application of its governmental energies to the problems of economic redevelopment. On the collecting side, taxing authorities should seek means to provide tax incentives, particularly for proper husbanding of natural resources.

"Over-assessment is a problem of distressed areas, and often leads to a substantial number of tax forfeitures. This fact in the past has led to compounding the assessment problem by leading to large Federal and State ownership.

"Large Federal and State ownership by unanimous suggestion of the workshop does not pay a fair or adequate amount in lieu of taxes. Therefore, it was strongly recommended that KV reimbursement, etc., be modified for the Federal Forest and Recreation Landownership in northern Minnesota, Michigan and Wisconsin.



"It was also suggested that State ownership should provide for a system of direct reimbursement.

"Adjustment of landownership by public and private groups can have an important effect on economic development if it assures: making land available for needed industrial sites; making land available for planned recreation areas; avoiding tax delinquencies and forfeitures; providing for more efficient forest management, greater sustained yields, better restocking.



"Specific action might be taken to accelerate the development of more adequate land exchange procedures. Uniformity of exchange procedures among the States represented, following the concept that the similarities between northern Minnesota, Michigan, and Wisconsin suggest similar criteria for economic development, might justify a Federally sponsored conference or committee consisting of Federal, State, local, and private representatives to develop efficient uniform exchange procedures."

Outdoor Recreation and Its Place in the Development of the Region

Paul M. Barrett, Chairman

"... while recreation expenditures have been going up over the United States, this area has been stable, ...

"Now, this is an amazing thing. This is one of the areas ... that has tremendous recreation resources. It is within a day's drive of more than a fourth of the United States population, more than fifty million people; it has the things that people want to do and see on recreation; and yet, while recreation expenditures have been going up, we have been stable—why?

"Well, I would like to answer this question briefly. It may provoke you; I hope it will.

"It is because our recreation industry ... historically, like the forestry and mining industries, is an exploiting industry.

"... by and large, the kind of industries that we've had have been those that have been built to feed people, to lodge them, to sell them gas, and [to] sell them the things that they need. But think a minute; people don't come to the upper Great Lakes area to see the motels or look at the gas stations, they come because there is something here to do and see.

"... all we have had to do is sit tight and feed on the resources. ...

"I would like to submit that from this stage on, that there are opportunities here, and the developments are in those kinds of things that can improve the facilities that we have to offer, reasons people would have to come to see and do things in this area. . . .

". . . I can speak from experience, coming from Holland, Michigan, that we capitalize on the culture there. When I go to California or Florida and tell them I am from Holland, they wonder why I am not wearing my wooden shoes. They wonder why I left them home. We love that, because they want to see for themselves the peculiar people who wear wooden shoes and we only wear them at tulip time. . . .

"We must capitalize on the history of our State. . . .

"I think this is a real opportunity and is part of the resource we are talking about.

". . . friends of mine who had been vacationing in Wisconsin, for quite some years . . . are going back to Missouri after this, because the difference in scenery wasn't too much different but when they walked down the street the people on the street said 'Howdy,' and they were greeted in the shops. I wonder if that might not be one thing that would help—friendliness? . . .





"Along with the inequities in regulation is the user fees, inadequate in most cases by public bodies and non-existent in many cases. I don't believe a private operator can exist with just the overflow from public facilities. If there was a more adequate user fee charge, there would be more opportunity and easier to obtain investment capital in this area.

". . . we must have luxurious resorts, we must have comfortable ones, but we must have campground areas and we must have good ones. . . .

". . . we need a federal fish hatchery in our area that will plant fish. I think the time has come when we can't say to the tourist, 'The fishing is excellent here,' and they can't catch any



" . . . I will say that the function of the federal and the state agencies, and perhaps even the county, more, is to provide the attraction and make it possible for private enterprise to perform the services, . . .

" . . . I want to say that the scenic highway is definitely in our long range planning. . . .

" . . . there are some places that some people think we perhaps shouldn't extend roads [to]. . . .

" . . . I am down in one of the areas that is best at getting tourist dollars . . . the Wisconsin Dells, and they don't do it with lovely beaches, they have a semi-polluted Wisconsin River. . . . tourists . . . never do get down to where the rocks are, because when they get to Wisconsin Dells they watch train robberies, a Disneyland sort of thing called Storybook Gardens, and they take a ride on the steam engine and the train out in the country. . . .

" . . . we were up at Hayward one time and we were at these cottages, and all the cottage owner had in this whole vicinity was a \$10 swing set . . . and this was what we were supposed to amuse ourselves with for a week while I am supposed to catch fish. . . .

" . . . I have got to disagree with the gentleman from the Dells. Up in our area we have beautiful scenery.

" . . . If we had fish so people can catch fish they wouldn't even think about going somewhere else. . . ."



General Discussion

"... about a year ago the people of Little Saint Germain Watershed filled out an application for assistance with the Vilas County Soil Conservation District. This application asked for help in lake improvements, studies, and action programs to solve problems: sedimentation, excessive weed growth, algae bloom, erosion, wildlife, habitat improvement, and other problems.

"At the present time, our watershed is not eligible for assistance under Public Law 566 . . . There are no operating farms in the watershed . . . we want to stop lake deterioration, and at the same time, improve the land and water areas in the watershed for recreation. . . . we have made the application—it is called a pilot project because it doesn't fit in Public Law 566. That's been . . . over a year ago. . . . we're sick and tired of sitting and waiting. . . . I would like to have Mr. Williams answer this . . ."

Ray Ramming, St. Germain, Wisconsin

"... about a year ago . . . Congress did add the purpose of recreation to the legislation. Legally, . . . it could go in the direction you suggest. However, . . . the policy could keep recreation, not as a primary purpose in [Public Law] 566, but as an incidental purpose. . . . Public Law 566 can be a tool in this sort of development process. I do not think, however, . . . [it] can ever be the cure for all of these problems . . ."

Don Williams, Administrator of the
Soil Conservation Service of the
United States

"Many fine things have come out of this Conference but will not be effective unless we go home and do something about them in our local community so we, the Rusk County Soil Conservation Supervisors, have prepared an application . . . on 'How to Become a Resource Conservation and Development Project County' . . ."

William Schlomann, Rusk County Supervisor

"... this is a new kind of concept . . . this is written into the Food and Agriculture Act of 1962. . . . so now, there is another application and you have a chance to create public understanding and support for exactly this kind of thing . . ."

Secretary Freeman

" . . . we have missed one of the basic tools that we need to complete this great north lakes region zoning and planning. Namely . . . soil mapping. I don't see how we can carry out an adequate planning zone without first having these soils and areas adequately mapped . . ."

Bob Gill, Rosel County Soil and Water Cons. Dist.

"I am . . . here representing the three Aeronautics Departments, Michigan, Minnesota and Wisconsin. Not once in the summation this morning did I hear aeronautics mentioned . . . you are using the aircraft in fire protection, in recreation, flying farmers, and all these things. The airplane is used 60% for business, 25% for recreation. These are impressive figures, . . ."

Les Andrews, Michigan Dept. of Aeronautics, Lansing

" . . . we have been working very hard to get parks and accesses for public facilities . . . but apparently many of our people do not appreciate these because of the great vandalism that is done to these parks. . . . a little charge for the admission to these parks would make the public more responsive to seeing that this vandalism was eliminated."

John M. Whitmer, Attorney, Price County representative,
Northern Wisconsin Regional Planning Commission

" 'Could the Agricultural Extension Service serve this northern lake states region as a coordinating organization for planning community development and effecting greater use of natural and human resources? We need constant access to the leadership and knowledge of colleges and universities and to the existing government agencies designed to help improve the economic and social conditions of the area. We cannot afford parallel organizations in each county of every government agency. It would seem to me that the Agriculture Extension Staff plus the other Agriculture Department Staff persons in the county could be the coordinating persons spearheading education, community surveys, and planning and so forth. This leadership is in the field, it could be given this task of regional and local development at the least additional cost of a new organization.' "

Carl Stasser of the Methodist Ministry,
Benzie County Area Chairman, Frankfort, Mich.,
(as quoted by Secretary Freeman)



"... I heartily agree with the statement made [by Rev. Stasser] and in varying degrees this is what is taking place around the country. The Extension Service is working with local communities and committees. . . . the Extension Service, of course, is a tri-headed operation: federal, state, and local. In some places we need more positive action from county commissioners to allocate appropriations for county extension agents to cover needs in other important work, in addition to how to grow more wheat and corn and produce more milk. It is the policy of the National Extension Service to expand into this kind of work, and extremely fine work is being done in many, many places around the country. . . ."

Secretary Freeman



"... The big Mac [Mackinac Bridge] as it is today, is the economic and psychological roadblock to free flow of traffic in the Region of which we have been talking these last two days. [tolls]: . . . I know by actual statistics that Wisconsin and Minnesota profit greatly from the complex of traffic which goes over the bridge. . . . I would urge the Congressmen from these two States as well as the Senators to contact Congressman Ryan from Detroit who is spearheading the move to give the big Mac to the Federal Government."

Reimer Van Til, Holland, Michigan
State Representative



“ . . . I have two comments. . . . Too much emphasis, it seems to me, is placed by local communities, as well as larger areas on . . . ‘getting industries to locate here.’ It appears to me that more emphasis might be given to developing local industries: the home-grown industries, the ones that start small and grow big, the Horatio Alger type. . . . We have many small sawmills, small industries operating in almost every community. Their problem is one of marketing and I think there is a key to an area problem and an area solution. . . . Some centralized warehouse or storehouse and marketing so that the users know that they can get a continuing supply of these products. . . . The other area that I wish to talk about is in education. We have the problem of dropouts and this is constantly coming before us . . . We want to educate our kids, give them a cultural background, but it isn’t everyone, it isn’t every boy or girl who can go into higher education. . . . Can we place greater emphasis on vocational training, on training of skills at the school level and apply or develop a respectability in doing something? If it’s respectable to work, if that concept is developed early in our schools, I don’t think we will have as many dropouts. . . .”

Howard Frederickson, REA field representative and member of the Minnesota Technical Action Panel and the Rural Areas Development Committee

"... I do not feel subsidies are a proper remedy for our economic theories under our capitalistic system. However, there are some areas in the state and federal aid which can be both profitable and helpful. An important one is in research. We need stepped-up research in many areas. A thorough study of the underlying causes of the failure of many small woodworking plants and sawmills, the dwindling family farms, the shutdown mines, etc., might lead to some solutions. . . . We also need expanded research in new products from our basic resources and in new uses. . . . Another big help to our northern areas would be equitable taxation. . . . It is also evident that the current trend in free trade and lowering of tariff barriers has been detrimental to many industries. Foreign imports made by cheap labor from machines [that] our tax dollars in foreign aid helped create are coming in much cheaper than they could be made here. Consequently, if this trend is to continue we will have to learn how to make the products more cheaply to compete. Perhaps further study along this line might be helpful. Finally, and more important, it seems to me the big thing needed to help spur our economy is confidence. Confidence in the dollar and fiscal integrity in Government . . . We need to return to rugged individualism and away from the welfare state trend. . . . Too many have learned to accept welfare as something they deserve . . ."

Ivan Branham, Minocqua, Wisconsin.
Pulpwood dealer and timber landowner

"... My question is regarding the diversification of industry. I know that many here think that possibly the Federal Government does a lot to encourage industry to go into the big centers, rather than diversify into the smaller depressed areas. They do it by giving government contracts and placing their armed services' facilities closer to the metropolitan areas. . . . We're in a distress situation. . . . this will be one very vital factor that would help all of us in this area if we could have the Government more interested in placing more of your facilities into this distressed area. My question is, has it been considered, is there any thought of helping us with such a program?"

Manis Costello, Spooner, Wisconsin

"I would try to answer by saying that it most certainly has, . . . I have hammered at this very hard, my business administration works on it. I know that Secretary McNamara in the Department of Defense has been concerned with it, and some progress has been made. From our standpoint here, it's certainly not satisfactory, but it's being considered . . ."

"The difficulty is that in order to qualify, the bidder has to meet the bids of those from areas which are not distressed."

Secretary Freeman



"... Under the state laws of these three States, I am sure that any group can get together and for a worthwhile purpose set up a cooperative organization. The cooperative effort has worked very well for farmers, it has worked for consumers, and it has worked for the farmer in the marketing and supply end and certainly it can work for individual timber producers or individual saw mills. . . . I think if we look at some of these problems that we can apply cooperation in an economic sense, and that we can retain individualism, individual effort while working within the framework of economic cooperation."

Ed Sletten, Executive Secretary,
Minnesota Association of Cooperatives,
St. Paul, Minnesota

"Well, you know the Department recently issued a very strong statement in connection with this, that we would even more aggressively carry forward our responsibilities, under law, to support and to further in every way the cooperatives throughout the country."

Secretary Freeman

"... We are interested in the U.S. Department of Agriculture trial program on crop diversion to recreation and other uses. . . . We believe the program should be based on land capability, complete soil and water conservation plans, and use of the Great Plains concept of long-term contracts with landowners. The ACP Budget for counties would have to be increased to take care of the extra recreation practices."

Toivo Lanti, Houghton County Soil
Conservation District,
Houghton County Commissioner, Michigan

Statements from Participants

"... there were a few remarks during the day as to our responsibility to turn over means for good living to these coming generations. I hate to consider what our generations will be turning over to these little ones whom we find, and claim to be, so pleasant.

"The emphasis should be on how much we can cut down, not on how much more we can get today."

W. J. McCabe, Jr., Duluth, Minnesota

"There is need for caution on the kind of roadways to be constructed in recreation oriented regions . . . high-speed, limited-access, divided highways do not permit pleasure driving and scenic enjoyment. Parkways are low-speed, truck-free, and picturesque, and unique in their development to fit landscape and natural environment. . . . [Skyline Drive and Blue Ridge Parkway] had 9,000,000 visitors in 1962.

"Scenic Drives: one-way, 20-50 mile roadways with pulloffs, overlooks, picnic areas, waterfronts, and campgrounds."

George Cornwell, Dept. Forestry & Wildlife,
V.P.I., Blackburg, Virginia

"... We have seen the face of the land alter year by year, and it is clear that striking changes lie ahead. . . . All of these developments call for policy decisions about land use. The critical question is how well these decisions take into account both the interests of the individual and the welfare of the community. Planning and zoning are both essential. To do one without the other is to do only half the job. . . . We must provide a firm foundation for the orderly development of the land's other resources. . . ."

J. L. Stauber, Marshfield, Wisconsin

"... Many benefits of the National Forests under their program of multiple use management are recognized and appreciated. However, the present manner of Federal payments causes many local governments serious hardships. . . ."

Tony Sotak, Chairman, County Board
of Supervisors, Taylor, Wisconsin

“ . . . The two main pillars of Michigan's Upper Peninsula economy have been the mining industry and the forest products industry. The first of these is now badly weakened through the exhaustion of economically workable mineral resources. The second has been impaired by the withdrawal of so much land to public ownership, and by improper management of private land that has been caused by increasing taxes. These threats in themselves discourage expansion of any private industry which depends on forest products for its raw materials.”

William A. Todd, Marquette, Mich.

“ . . . It is said that ‘the impossible takes only a little longer,’ but expecting prosperity and full employment in all areas at the same time may verge on the impossible but should not prevent trying.”

E. B. Hurst, J. W. Macon, Consolidated
Papers, Inc., Rhinelander, Wisconsin

“ . . . Tourist attractions and resources should be developed on a regional basis. Suppose the federal highways serving the Great Lakes became identified as ‘ROUTES,’ numbered as such and so identified on a national basis, Regional tourist areas spaced along them could be identified as the ‘Grand Traverse Area,’ ‘Benton Harbor Area,’ ‘Manistee Area,’ ‘Mackinac Area,’ etc. Each region would try to see the attractiveness of its area. Freeways would be developed and each area would try to pull travelers from the freeways into its own recreational area. Advertising money for tourist attractions would be regionally pooled. Individual tourist attractions would be strung like pearls along these ‘Routes of the Inland Seas,’ and so advertised. . . .”

Ormund S. Danford, Attorney
at Law, Traverse City, Mich.

“ . . . It would seem now the biggest question is What Comes Next? What is the next big step? What door did the Conference open? The answer will be found in the energy of our people, the leadership of state and community leaders, and the sympathetic support of government. . . .”

Wayne H. Olson, Commissioner,
Minn. Dept. of Conservation
St. Paul, Minnesota

“ . . . The development of the lake shore highway along the south shore of Lake Superior following the shore line as closely as practicable would make many miles of lake shore available to the tourist. . . .”

Russell Glynn, Chairman, Gogebic
County Planning Commission Tourist Committee

“ . . . Continuation of our present tax laws, including the Forest Crop tax in Wisconsin, also the Capital Gains tax as applied to the cutting of timber which we have had in the Federal Internal Revenue Code. I think this is one of the most important things to have to encourage forestry in the area. . . .”

Richard M. Connor, President,
The Connor Lumber and Land
Company, Laona, Wisconsin

“ . . . I believe that more equitable returns in lieu of taxes are needed from National Forests for the benefit of the counties in which the National Forests of the Northern Great Lakes Region are located. . . .

“ . . . The 25 percent returns vary up and down because to a great extent they are dependent upon timber market demands and National Forest timber disposal opportunities. The county budget is dependent upon steady revenues. . . .”

B. J. Conterio, Chairman of the
Gogebic County Board of Supervisors,
Marenisco, Michigan

“ . . . Perhaps new sources of finances may be needed to provide increased protection and patrol; indeed, we might consider a motor vehicle travel license for National Forest Areas, a boat and canoe tag law, such as the Ontario people use, or perhaps an individual camping and canoeing license. Sums raised hereby might be available for additional payments to counties as well as for payment of a corps of wardens or patrol officers to police the field areas. . . .”

J. F. Wolff, Jr., University of
Minnesota-Duluth

" . . . The nature of the land in northeastern Minnesota is very limited for the usual production and industrial opportunity. It is further restricted by lack of transportation, isolation from markets, and weather. It is, therefore, imperative that the greatest use be made of the assets we have,—which are recreation, tourist industry, Seaway port, wildlife, commercial and game fishing, logging and wood products, mining, abundance of water, scenery that is gorgeous in all seasons, a large National Forest, and the greatest canoe country in the world. . . ."

Jean Raiken, Chairwoman, Cook County
T. G. Odegard, Lake County
L. I. Theobald, St. Louis County

"I believe that development of northwestern Wisconsin through the state Recreation Committee headed by your Senator Gaylord Nelson, is the greatest development to come before the Land and People Conference. . . . It will be America's greatest recreational area. . . . This area will be self-supporting with more year-around jobs than you can imagine."

Roy Johnson, Prop., Sunny Acres Ranch
Minong, Wisconsin

" . . . The Duluth AFL-CIO implores this Northern Great Lakes Land and People Conference to initiate the necessary steps toward a uniform sanitation code for the St. Lawrence Seaway system, including all its ports on both sides of the international border. . . ."

C. D. Visina, President,
Duluth AFL-CIO Central Body

" . . . Mention was made of the need for more freeways, north and south in Wisconsin and Minnesota, and east and west through the Upper Peninsula of Michigan and westward in to the Dakotas. I would strongly urge that planning of such highways begin without delay. These plans would tend to create better planned communities. . . ."

Albert Lindberg, Township Supervisor,
Hessel, Michigan

"... Community surveys show that the community tends to prosper in proportion to the quality of its educational program. Communities faced with factors such as sparsity, inability to connect to municipal sewer and water mains, small attendance centers, duplication of services in scattered small units, etc., cannot compete with metropolitan areas on a per-capita educational cost base. Therefore, we must recognize this in our planning and not reduce the people serving a recreational area to a status of servility."

Gordon L. Nelson, Superintendent
Common Joint School Dist. 1, Maple, Wis.

"... Continuation of the Accelerated Public Works Program would be a help to the County because of the critical shortage of funds and a great benefit to the people in this area. . . ."

Mrs. Yvonne M. Dolan, Mackinac
County Director, Dept. of Social
Welfare, St. Ignace, Michigan

"... We are operating a riding stable now with about fifteen trail and school horses. We have about sixty student riders each summer season. . . . We find upon applying for F.H.A. financing that we do not qualify because we do not receive half of our income from farm production. . . ."

"... Suggestion: 1. Make financing program of F.H.A. type available for this farm recreation development. [Recognize recreation as a farm product and a valid use of the land, and a product of farm land use.]"

Rex M. Garn, Traverse City, Mich.

"... I am hopeful that in the Land and People Conference committee report to President Kennedy you can recommend the continued development of the Hiawatha National Forest in the Upper Peninsula of Michigan."

Lee A. Richlen, Superintendent

"... I think one of the chief gains from the Conference was a breaking down of provincialism, of a recognition of common problems, and of a realization that solutions might be more readily forthcoming by concerted, common action which transcended state and local boundaries. . . ."

Eric A. Bourdo, Jr., Director,
Ford Forestry Center

"... The United States could well profit from a healthy ship-building industry in the Great Lakes inland ports."

R. D. Banks, President,
The First National Bank, Superior,
Wisconsin

"... While this matter may seem quite disassociated from the subject of agriculture, adequate air transportation is vital to the economic development of this whole Region, and I hope that it will be seriously considered and aggressively pursued."

William F. Wilson, Exec. Manager,
Operation Action UP, Marquette, Mich.

"... It is that local governments find themselves in the middle of a shrinking tax base and that federal and state payments in lieu of taxes would have to be stepped up. ... The second theme which I was happy to see was the strong desire of grass roots citizenry to help themselves first, and failing there to seek out state or federal assistance ..."

W. M. MacConnachie, Jr., Asst. Secretary,
Manager of Lands & Timber, Northwest Paper Co.,
Cloquet, Minnesota

"... The Land and People Conference impressed me as a massive, concentrated, palatable dose of education. ..."

Mrs. Elfrieda K. Wilson,
Wisconsin FHA Advisory Committee

"... NOW, THEREFORE, BE IT RESOLVED by the Douglas County Board of Supervisors, in regularly assembled meeting, that we go on record as advocating that the entire Lake Superior shoreline extending inland approximately one mile in Douglas County, and including Wisconsin Point and any part of Minnesota Point that the Council of the City of Duluth would care to have included in a national park, be recommended to our Federal government for development of a Lake Superior National Park. ..."

Robert P. Carnes, Chairman,
Superior Lake Shore Development Committee,
Douglas County Board of Supervisors

The Job Ahead

Orville L. Freeman

"... This Region over the years has taken it on the chin in many ways. Historically, it has been a supplier of raw materials. Great resources of timber and ore have been depleted through exploitation so rapidly.

"... But the people are tough and determined ... and this makes the challenge that much more worth the effort.

"... the strength of this area is water resources and the multiple uses that can be made of the magnificent lakes and streams that spill out in abundance everywhere.

"... recreation development is the fuse that will set off a great economic boom in the Lake States in the years ahead.

"... the economic progress [which] will come as we apply multiple use conservation to timber, mining [and] agriculture. Each of these will be developed to a much greater extent. The big target is water and the recreation potential it holds.

"It will come when better transportation—highways and airports—becomes available ... and draws this area into the center of our population mass. The Mackinac Straits bridge and the High Bridge between Duluth and Superior are part of it. The four-lane lakeshore highway along Lake Superior is another. It includes the Grand Rounds of Superior ... The completion of the Trans-Canadian highway helps draw the East-West line of a target sight ... the Mississippi River Parkway is beginning to fill in the North-South line of the sight. One of the current problems in speeding this development is the lack of recognition given recreation in justifying highway construction.

"... I have the greatest confidence that the future of this Region is bright."



Orville L. Freeman
Secretary of Agriculture

The Challenge

The Northern Great Lakes Region is destined to move forward on the economic front. The amount and kind of growth will depend to a great extent on the people's choice. The interest and firm determination exhibited by the 1200 participants at the Land and People Conference should give the impetus to a sound development program. They can use the tools available for planning and development; they can improvise, adapt, and innovate; and they can call for new tools or modification of the old if the present ones do not serve.

A Three-State Governors' Compact, assisted by Rural Areas Development groups as organizational vehicles, would be a logical catalyst to coordinated action.

President John F. Kennedy, and Secretary of Agriculture Orville L. Freeman have pledged their support and willingness to coordinate the efforts of the Federal government to assist local action under the leadership of State and local people.

The future of the Northern Great Lakes Region, as in all rural America, rests where it should, with the people who are most directly concerned.

**U. S. DEPARTMENT OF AGRICULTURE
IN COOPERATION WITH
STATE AND LOCAL GOVERNMENTS**

